

## Message Text

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PAGE 01 MOSCOW 03102 041639Z

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FM AMEMBASSY MOSCOW

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AMCONSUL LENINGRAD BY POUCH

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FOR EUR/SOV AND SCA/VO

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TAGS: CVIS UR

SUBJ: VISAS RECIPROCITY: MULTIPLE ENTRY-EXIT VISAS FOR

EMBASSY GOVERNESSES

REF: A) MOSCOW 3020 (NOTAL), B) DYESS EUR/SOV LETTER 2/24/74

TO AMCONSUL OBER

1. BACKGROUND: EMBASSY MOSCOW PERSONNEL NOW EMPLOY ABOUT 22 GOVERNESSES, OF WHOM ABOUT 15 ARE US CITIZENS AND SEVEN ARE FROM THIRD COUNTRIES, PRIMARILY SCANDINAVIANS. EMBASSY HAS LONG ASPIRED TO OBTAIN SOVIET GOVERNMENT AGREEMENT TO ISSUE THEM MULTIPLE-ENTRY-AND-EXIT VISAS, IN PART FOR CONVENIENCE AND TO REDUCE THE EMBASSY'S CLERICAL WORKLOAD, BUT PRIMARILY TO FACILITATE THEIR DEPARTURE IN EMERGENCIES, PARTICULARLY ON WEEKENDS AND HOLIDAYS WHEN SOVIET EXIT-VISA-ISSUING AUTHORITIES ARE NOT WORKING. IN RECENT YEARS GOVERNESSES HAVE BEEN EVACUATED IN MEDICAL EMERGENCIES, AND OTHERS HAVE LEFT SUDDENLY BECAUSE OF FAMILY EMERGENCIES AT HOME. IN ONE RECENT INSTANCE THE DEPARTURE OF A GOVERNESS INVOLVED IN AND INCIDENT WAS DELAYED SEVERAL DAYS BY THE NEED TO OBTAIN AN EXIT VISA.

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PAGE 02 MOSCOW 03102 041639Z

2. UNDER THE DEPARTMENT'S CURRENT NONIMMIGRATION VISA SCHEDULE

(9 FAM APPENDIX C) SOVIETS ASSIGNED TO SOVEMEMBASSY WASHINGTON ARE GRANTED ONE-YEAR MULTIPLE A-1 AND A-2 VISAS, BUT THEIR DOMESTIC SERVANTS MAY ONLY RECEIVE SINGLE-ENTRY A-3 VISAS. HOWEVER, TO OUR KNOWLEDGE THIS EMBASSY NEVER HAS RECEIVED FROM MFA AN APPLICATION FOR A SOVIET IDENTIFIED AS A HOUSEHOLD DOMESTIC, AND NEVER HAS ISSUED THEREFORE AN A-3 VISA TO A SOVIET. WE ASSUME, HOWEVER, THAT SOME INDIVIDUALS IDENTIFIED TO US BY MFA AS EMPLOYEES OF SOVIET EMBASSY, AND WHO HAVE RECEIVED ONE-YEAR MULTIPLE-ENTRY A-2 VISAS, ARE IN FACT DOMESTICS.

3. NIV CATEGORIES OF COURSE REFLECT US SOCIAL, ECONOMIC AND POLITICAL "SYSTEM," AND APPLICABILITY TO USSR IS OFTEN IMPRECISE. FOR EXAMPLE, WHETHER SOVIET SHOULD RECEIVE A OR B-1 VISA FOR COMMERCIAL VISIT IS OFTEN UNCLEAR, AS OBVIOUSLY THERE ARE NO NONGOVERNMENTAL SOVIET BUSINESSMEN. SIMILARLY, DISTINCTION BETWEEN A-2 AND A-3 CAN BE OBSCURE AS EVERY EMPLOYEE OF SOVIET EMBASSY IS EMPLOYEE OF MFA AND BEARER OF OFFICIAL PASSPORT, WHETHER HE DOES POLITICAL REPORTING OR CLEANS APARTMENTS.

4. AS AMEMBASSY ISSUES ONE-YEAR MULTIPLE-ENTRY A-2 VISAS TO SOVIET EMBASSY EMPLOYEES WHO ARE DOMESTICS AND TEACHERS IN SOVIET EMBASSY SCHOOL, EMBASSY PROPOSED TO MFA ON DEC 11, 1973 (REPORTED MOSCOW 15405) THAT SOVIET GOVERNMENT RECIPROCATATE BY ISSUING ONE-YEAR MULTIPLE-ENTRY-AND-EXIT VISAS TO US-CITIZEN EMBASSY GOVERNESSES, AMERICAN TEACHERS AT ANGLO-AMERICAN SCHOOL, AND DEPENDENTS. WHILE EMBASSY ULTIMATELY DESIRES TO OBTAIN SUCH VISAS FOR THIRD COUNTRY AMEMBASSY GOVERNESSES AS WELL, EMBASSY LIMITED INITIAL REQUEST TO US CITIZENS IN HOPE OF MAKING SOVIET ACQUIESCENCE MORE LIKELY. IN ITS NOTE TO MFA AMEMBASSY STATED THAT SUCH GOVERNESSES AND TEACHERS ARE BEARERS OF REGULAR US PASSPORTS.

5. MFA RESPONSE: IN RESPONSE TO DECEMBER REQUEST, CHIEF PASSPORT AND VISA DIVISION MFA CONSULAR ADMINISTRATION KUSTOV INFORMED CONSOFFS MARCH 1 THAT SOVIET GOVERNMENT IS PREPARED TO GRANT SUCH VISAS TO TEACHERS (REPORTED REF A) BUT NOT TO GOVERNESSES. IN RESPONSE TO TURNDOWN ON GOVERNESSES, CONSOFF REITERATED POINT MADE IN DEC 11 NOTE, THAT SOVIET EMBASSY HOUSE-

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PAGE 03 MOSCOW 03102 041639Z

HOLD WORKERS WERE RECEIVING MULTIPLE-ENTRY VISAS FROM EMBASSY. KUSTOV ASSERTED SOVEMEMBASSY HAS NO SUCH EMPLOYEES TO HIS KNOWLEDGE. CONSOFFS NOTED SOVIET EMBASSY FAMILIES DO NOT HIRE AMERICAN DOMESTICS, AND ASKED KUSTOV WHO PERFORMS WHICH DUTIES IN HOUSEHOLD OF, FOR EXAMPLE, SOVIET AMBASSADOR. KUSTOV REPLIED THAT ANY SUCH PERSONNEL ARE REGULAR EMPLOYEES OF MFA AND SOVIET EMBASSY, AND BEARERS OF OFFICIAL PASSPORTS. CONSOFF SUGGESTED THAT DISTINCTION BETWEEN SUCH SOVIET

HOUSEHOLD WORKERS AND AMEMBASSY GOVERNESSES WAS MERELY ADMINISTRATIVE, AND REFLECTION OF DIFFERENT "SYSTEMS" OF TWO COUNTRIES.

6. DRAWING FROM REF B CONSOFF THEN INFORMED KUSTOV THAT USG WAS CONSIDERING ISSUANCE OF MULTIPLE-ENTRY VISAS TO SOVIET GOVT DELEGATIONS VISITING THE UN FOR LENGTHY STAYS SUCH AS LENGTH OF UNGA SESSIONS. SPECIFICALLY EXCLUDED WERE SOVIET EMPLOYEES OF SECRETARIAT. CONSOFF SAID USG WAS CONSIDERING SUCH LIBERALIZATION, BUT WONDERED WHAT SOVIETS WOULD OFFER IN RETURN. KUSTOV, APPARENTLY ENJOYING CRASS HORSE TRADING PROPOSAL, INDICATED MFA WOULD CONSIDER MATTER AND REPLY BY DIPLOMATIC NOTE TO OUR DEC 11 REQUEST, TAKING INTO ACCOUNT MARCH 1 CONVERSATION.

7. CONSOFFS DID NOT SPECIFY IN MARCH 1 ORAL REQUEST WHETHER THEY REQUESTED, IN RECIPROCITY FOR MULTIPLE-ENTRY G-1 AND G-2, COMPARABLE VISAS FOR ALL AMEMBASSY GOVERNESSES OR JUST US-CITIZEN GOVERNESSES.

8. CONCLUSION: EMBASSY RECOGNIZES THAT ISSUANCE OF MULTIPLE-ENTRY G-1 AND G-2 VISAS TO SOVIETS WOULD REDUCE WORKLOAD OF VO AND USUN AND IS THEREFORE DESIRABLE FROM US STANDPOINT. HOWEVER, WE SUGGEST THAT DEPARTMENT POSTPONE FOR TIME BEING (PERHAPS TWO MONTHS) PLAN TO EXTEND SUCH TREATMENT IN HOPE WE CAN OBTAIN COMPARABLE VISAS FOR AMEMBASSY DOMESTIC EMPLOYEES, AT LEAST THOSE WHO ARE US CITIZENS. IF SOVIETS AGAIN RAISE POINT THAT SUCH EMPLOYEES HAVE REGULAR US PASSPORTS, WE WILL NOTE THAT TEACHERS AND BUSINESSMEN RESIDENT IN MOSCOW ALSO HAVE REGULAR PASSPORTS.

9. SUGGEST SOV MAKE APPROACH TO SOVEMBASSY IN SUPPORT OF OUR REQUEST, NOTING, IF CORRECT, THAT DEPARTMENT COULD INSIST LIMITED OFFICIAL USE

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PAGE 04 MOSCOW 03102 041639Z

ON ISSUING SINGLE-ENTRY A-3 VISAS TO SOME CURRENT HOLDERS OF MULTIPLE-ENTRY A-2 VISAS. IN THIS REGARD WE WOULD BE INTERESTED IN KNOWING HOW MANY SOVIET EMBASSY EMPLOYEES HAVE BEEN IDENTIFIED AS DOMESTICS, AND WHETHER WE MIGHT CITE THAT NUMBER AT MFA. EXEMPT.  
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